

# AGENCY FOR INTERNATIONAL DEVELOPMENT UNITED STATES OF AMERICA A.I.D. MISSION TO EL SALVADOR C/O AMERICAN EMBASSY SAN SALVADOR, EL SALVADOR, C.A.

PD-ABT-18\$

ACTION MEMORANDUM TO THE MISSION DIRECTOR

FROM:

Todd Sorenson Acting SO2 Team Leader

SUBJECT:

Project Assistance Completion Report - Legislative

Assembly Strengthening Project No. 519-0360

DATE:

January 23, 2001

In accordance with ADS 203 (Managing for Results: Monitoring and Evaluating Performance) and USAID/El Salvador policy (Mission Operation Manual, Chapter 770), attached is the Project Assistance Completion Report (PACR) for the Legislative Assembly Strengthening Project No. 519-0360.

The goal of this Activity was to strengthen the democratic process in El Salvador.

The purpose of the Project was to strengthen the ability of the National Legislative Assembly to serve as a national forum in which the concerns of the various sectors of society are articulated and linked to policy, program and budget formulation.

The Activity consisted of three major components: (1) technical support services, (2) infrastructure, and (3) constituency services.

The Activity terminated on June 30, 1998.

The PACR summarizes the accomplishments of the Activity. includes Lessons Learned, Conclusions and Recommendations.

### Recommendation:

That you approve the attached Project Assistance Completion Report.

APPROVED:

**DISAPPROVED:** 

DATE:

IN Toh Zeoj

# PROJECT ASSISTANCE COMPLETION REPORT LEGISLATIVE ASSEMBLY STRENGTHENING PROJECT No. 519-0360

### I. SUMMARY OF THE PROJECT

# A. Brief Project Description

This Project Agreement was signed between USAID and the Government of El Salvador (GOES) and the Legislative Assembly of El Salvador (Assembly) as the beneficiary institution on August 29, 1990 and ended on June 30, 1998. The program was designed to enhance the operational effectiveness of the Assembly through the provision of technical assistance, training, equipment, and observational trips. The Assembly received assistance in developing and institutionalizing technical support, strengthening the committee system and integrating certain pilot programs to help the institution play a greater role in shaping the national agenda. In building additional offices for all Deputies and a legislative library they were enabled to work more efficiently and meet with their constituents. In implementing a pilot public education program the Assembly was assisted in projecting a stronger and more positive institutional image to its national constituency and encourage increased contact and communication between the legislature and citizens. As a result, the Assembly of 1995 was far better off than the Assembly of 1989 in its functioning, including the quality of work developed. Despite this significant progress, the citizenry continued demanding more changes from the Legislative Assembly, especially to broaden public participation and the transparency of the legislative process, a key role of modern parliaments and legislatures.

USAID funding for the subject Project started at \$490,000 in economic support funds (ESF). Through amendments to the original Agreement it reached a total of \$1.85 million for a eight-year period. The Salvadoran Government also supported the Project with \$485,000 of local currency as counterpart funds. The Research Triangle Institute (RTI), a U.S. private contractor, assisted with Project implementation by providing a resident adviser, short-term technical assistance, and training.

# B. Goal and Purpose of the Project

The goal of this Project was to strengthen the democratic process in El Salvador. The purpose of the Project was to strengthen the ability of the National Legislative Assembly to serve as a national forum in which the concerns of the various sectors of society are articulated and linked to policy, program and budget formulation.

# C. Project Components

The overall Project consisted of three major components: (1) Technical Support Services, (2) Infrastructure Improvements, and (3) Constituency Services.

The Technical Support Services Component focused on a series of activities designed to strengthen the ability of the Assembly to participate more actively and in a more informed fashion in The Infrastructure Improvements Component, policy dialogue. assisted the legislators to overcome their traditional financial and infrastructure constraints, which had impeded them from carrying out their responsibilities in an efficient manner. also affected their ability to reach out to their constituents. Project and counterpart funds were used to install semi-private offices for the legislators. The third Component, Constituency Services, supported a pilot public education program, which included a number of activities designed to assist the Assembly to project a stronger institutional image to its national constituency and to encourage increased contact and communication between the legislature and citizens.

# D. Present Status of the Project

The subject Project expired in accordance with its terms on June 30, 1998.

On March 21, 1997, USAID approved the formal transfer of property title of all non-expendable property acquired with funds under the subject Grant Agreement to the Legislative Assembly with the understanding that they will efficiently use the commodities in furtherance of Project objectives (see Annex 1).

# II. FINANCIAL STATUS

A. The following table summarizes obligations and disbursements made under the subject Project:

	ELEMENT	AUTHORIZED	TOTAL	TOTAL		INING
		LOP*	OBLIGATIONS	<u>EXPENDITURES</u>	BAL	ANCE
01	Technical Assistance	\$1,761,000	\$1,800,099	\$1,800,099	\$	0
03	Facility Upgrades	7,300	7,032	7,032		0
04	Evaluation	50,000	0	0		0
05	Travel	31,400	24,492	24,492		0
08	Contingencies	3,000	300	300		0
	Totals	\$1,850,000	\$1,831,923	\$1,831,923	\$	0

<sup>\*</sup> LOP: Life of Project.

# B. Summary of Counterpart Contributions:

Description  Cash by Source of Contribution:	Total Counterpart Cumulative (In Colones)
<ul> <li>Personnel</li> <li>Logistical Support</li> <li>Technical Assistance/Training</li> <li>Commodities</li> <li>Physical Investments</li> <li>Incidental Expenses</li> </ul>	<pre>\$ 350,000.00 \$ 565,738.00 \$ 403,180.00 \$ 1,263,082.00 \$ 1,398,000.00 \$ 19,016.25</pre>
TOTAL COUNTERPART	¢3,999,016.25 (\$485,000.00)

USAID LOP : \$1,850,000.00
Counterpart LOP : \$ 485,000.00
Total Project : \$2,335,200.00
Total Counterpart Allocated : \$ 484,903.00\*\*

# III. PROJECT ACCOMPLISHMENTS

USAID's legislative strengthening Project has helped the Government of El Salvador begin to reweave the country's political fabric in an atmosphere of national reconciliation. By providing technical support, infrastructure improvements, and constituency services, USAID assisted the Legislative Assembly in its evolution from a rubber stamp Congress to an independent deliberative body during a period of profound political change.

The Project met its intended goals. Project seminars and workshops, opportunities to observe foreign legislatures in action, information resources, and additional professional staff have increased deputies' knowledge in three key areas: their responsibilities, the law and legislative process, and the legislature's relationship with the executive and judicial branches. As a result, the Assembly's deliberations have become more thoughtful and its relations with other branches of government have become more substantive.

Project infrastructure improvements, such as building additional offices, enabled many members to work more efficiently and met with constituents for the first time. A project-inspired public awareness campaign sparked growing citizen interest in the Assembly and increased contacts between citizens and their representatives.

<sup>\*\* 99.98%</sup> of total counterpart required. See Annex 2.

As members of the Assembly have become more informed, capable and independent, they have had more influence in El Salvador's transition from authoritarian rule to democratic governance. The Assembly has become a leading forum for debating national issues and a marketplace for exchanging ideas from all political perspectives.

The Project also faced some hurdles. Principal among them was persuading the dominant party of the wisdom of sharing its power with other groups. Some of the Project's resources, particularly the library and the computers, were under-utilized. Additionally there was a high turnover among legislative analysts hired under the Project, in part because of tension with staff who had been there longer, who didn't want to change how business was conducted in the Assembly. Most bills still originate from the executive, legislative oversight remains weak, and flaws resulting from a still insufficient staff as well as the deputies' own inexperience often results in the need to revise and amend laws after they are enacted. Finally, progress was slow in some instances simply because democratic principles and processes were new to the Assembly, this resulted in the Constituency Services Component not being fully developed.

# IV. EVALUATIONS AND AUDITS

### A. Evaluations

In February 1993, a mid-term Evaluation was carried out by the Center for Latin American Studies at the University of Pittsburgh financed by USAID. Their main findings included that: (1) the Project had taken small, successful steps to enhance the ability of the Assembly to engage in a more analytical and informed policy dialogue internally and with other branches of government. While the technical support services component of the Project was the most developed, infrastructure improvements were fitfully moving forward. Only the constituency services component of the Project had yet to be developed; (2) Legislators had received increased access to policy-oriented information as a result of efforts made by Project supported analysts to conduct research, write background papers, and provide comparative data for their committees; (3) It was also clear that the periodic workshops held for legislators and the observational trips to other legislatures had had a positive impact on the work of the Assembly; and (4) the policy research unit created by the Project was developed in a non-intrusive manner, reporting to the Technical Committee, an ad-hoc group appointed by the Executive Board to oversee the Project.

### B. Audits

Based on the Grant Agreement, several one-year financial reviews in the form of audits of the Legislative Assembly Strengthening Project were carried out. The last audit of the subject Project, for the period January 1 to December 31, 1995, was carried out by Esquivel y Asociados, a local firm contracted by SETEFE to review the Project funded under the Local Currency Program. The results of the audit showed that the Legislative Assembly's income and expenditure statements and cash flows for the subject period complied with applicable regulations.

### V. SUMMARY OF LESSONS LEARNED AND RECOMMENDATIONS

The USAID's Legislative Assembly Strengthening Project suggested several important lessons learned and ideas for further consideration:

- 1. Take into account the country's commitment to democracy.

  Successful legislative strengthening depends on careful analysis and planning. Efforts must incorporate a country's political, social, and economic situation, and be flexible when circumstances arise that are neither predictable nor easily controlled. In the case of El Salvador, this Project could not have been as successful as it was without the 1992 Peace Accords and the subsequent 1994 elections. The Accords made it possible for all factions to participate in Salvadoran politics, while the election fulfilled that promise by seating representatives of all major political groups in the national legislature for the first time.
- 2. Support from legislative leaders is vital. Initial and ongoing support from legislative leaders, political parties, and key staff is essential. In this Project, a technical committee composed of deputies representing all major factions served as the contact point. This was critical to gaining acceptance from the Assembly and ensuring the fullest and fairness possible use of assistance. In contrast, the ambivalence of leaders from the country's dominant party toward the Project was its biggest hurdle.
- 3. Consider the overall needs of the legislature. While concentrating primarily on technical assistance, such as staff training and information resources, the Project also supported other major areas including infrastructure improvements and constituency services. In the Salvadoran Assembly's case, much of the Project's success can be traced to its responsiveness to the priorities identified by the legislators themselves.

- 4. Design-in sustainability whenever possible. Project activities should promote ownership so that once USAID assistance ends, the legislature assumes responsibility for outcomes.
- 5. Ensure equality so that the assistance benefits as many as possible. Assistance must be evenhanded to ensure it benefits as many legislators as possible. Providing office space, for example, enabled all deputies to carry out their legislative functions more efficiently and helped those parties participating for the first time feel like equal partners.
- 6. Do not ignore institutional reform. Legislatures that have functioned with only one party or been dominated by only one party will likely have undemocratic internal rules and operating procedures. Modernizing or reforming these vestiges of the past is critical, although the Project's record on this score was mixed. The Project was unable to overcome the resistance of the ruling party's members to internal rules reforms because they perceived the reforms as threats to their power.
- 7. Focus outside the institution as well. An effective democratic legislature seeks and uses input from individuals and interests beyond the institution itself, such as civil society and the media. In El Salvador, civil society and the media have traditionally played minor roles so there was little impetus for the Assembly to be more accountable and transparent. To build public confidence in the legislature as a democratic institution, groups representing all parts of the political spectrum should know how to initiate contacts with legislators. And legislators should learn how to respond to and incorporate the input from this interaction into their decision-making processes.
- 8. Look for ways that the legislature can promote democratic change. The degree to which the legislature operates under democratic principles serves as an example for similar developments in other areas.
- 9. Challenge existing attitudes and beliefs. Confronting beliefs that undermine an effective, democratic legislature is critical to the success of a legislative strengthening Project. While the Assembly has begun to appreciate new concepts such as constituent relations, Salvadoran political thinking does not yet fully embrace compiling complete and transparent records of proceedings as a useful tool for

accomplishing legislative goals and building public confidence in the institution. Citizen participation in the legislative decision-making processes should be the focus of future assistance to the Legislative Assembly of El Salvador.

# VII. POST-PROJECT MONITORING AND FOLLOW-UP ACTIONS

All activities funded under the subject Project Grant Agreement concluded as of June 30, 1998.

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C/O AMERICAN EMBASSY.
SAN SALVADOR, EL SALVADOR, C. A.

March 21, 1997

Excelentísimo Señor Ing. Ramón González Giner Ministro de Relaciones Exteriores San Salvador

Srita. Gloria Salguero Gross Presidenta Asamblea Legislativa de El Salvador San Salvador

# **ASUNTO:**

Proyecto A.I.D. No. 519-0360 Fortalecimiento de la Asamblea Legislativa Carta de Implementación No.20

### Estimados Señores:

Por este medio acuso recibo de la carta de la Asamblea Legislativa fechada 13 de febrero de 1997, solicitando la transferencia formal del título de propiedad del vehículo Ford Taurus Sedan año 1992, adquirido bajo el Proyecto en referencia.

USAID ha revisado la documentación pertinente y ha encontrado que tanto el vehículo como los demás bienes, también adquiridos con fondos del Proyecto, listados en el Anexo No.1 de esta Carta de Implementación del Proyecto (CIP), fueron transferidos informalmente a la Asamblea Legislativa a través de un memorándum fechado junio 20, 1995 (Anexo No.2).

His Excellency Eng. Ramón González Giner Minister of Foreign Affairs San Salvador

Ms. Gloria Salguero Gross President Legislative Assembly of El Salvador San Salvador

# SUBJECT:

A.I.D. Project No. 519-0360 Legislative Assembly Strengthening Implementation Letter No.20

# Dear Madam and Sir:

This acknowledges receipt of the Legislative Assembly's letter dated February 13, 1997, requesting USAID's approval for the formal transfer of property title of a 1992 Ford Taurus Sedan automobile, purchased under the referenced Project.

USAID has reviewed the pertinent documentation and has found that the vehicle as well as all other goods acquired under the Project and listed in Annex No.1 of this Project Implementation Letter (PIL), were informally transferred to the Legislative Assembly by the means of a memorandum dated June 20, 1995 (Annex No.2).

Por consiguiente, USAID autoriza la transferencia formal del título de propiedad de los bienes listados en el Anexo No.1 de esta CIP, de acuerdo al Artículo 5, Sección 5.2 (c) <u>Título de Propiedad</u> del Convenio de Donación. De conformidad a las regulaciones de USAID, solicitamos a la Asamblea Legislativa notificarnos del registro de todos estos bienes dentro del sistema de inventarios de la Asamblea.

El destino del vehículo comprado bajo este Proyecto será el de apoyar a la Gerencia de Operaciones Legislativas, incluyendo tanto a los analistas como a los técnicos, con el fin de ayudarles a que realicen las tareas de investigación encomendadas por las comisiones de la Asamblea.

Sírvase aceptar las muestras de nuestra más alta consideración y estima.

Therefore, USAID hereby authorizes' the formal transfer of property title to the Legislative Assembly of all goods listed in Annex No.1 of this PIL, in accordance with Article 5, Section 5.2 (c) Title to Property of the Grant Agreement. Pursuant to USAID regulations, we request that the Assembly provide confirmation of the recording of these goods into the Assembly's inventory records.

The use of the vehicle purchased under this Project will be to support the Legislative Operation Unit, including both the legislative analysts as well as technical staff, for the purpose of helping this unit carry out research assigned by the commissions of the Assembly.

Please accept the assurance of our highest esteem and consideration.

# Annexes (Anexos)

- 1. Property List to be Transferred to the Legislative Assemby (Listado de Bienes a ser Transferidos a la Asamblea Legislativa)
- Memorandum on Equipment/Furniture Transfer under Legislative Assembly Strengthening (Memorandum sobre Equipo/Mobiliario Transferido bajo el Proyecto de Fortalecimiento de la Asamblea Legislativa)

# Annex No.1 (Anexo No.1)

PIL No. <u>20</u> Project 519-0360 (Proyecto 519-0360)

# Property List to be Transferred to the Legislative Assembly (Listado de Bienes a ser Transferidos a la Asamblea Legislativa)

Item No. (Rubro No.)	Item Description (Descripción del Rubro)	Serial Number (Número de Serie)	Cost \$ (Costo en \$)
1	1992 Ford Taurus Sedan	IFACP50U7NG24 0322	15,775.00
2	Wood bookcases (3 each) (Libreras de madera)	N/A	425.63
3.	Sofa (Sofá)	N/A	404.38
4	Occasional chairs (2 each) (Sillas Casuales)	N/A	497.70
5	Round teak table-4chairs (Mesa redonda de teca-4 sillas)	N/A	213.13
6	Folding Tables (3 each) (Mesas Plegadizas)	N/A	46.08
7	Chairs for folding table (2) (Sillas para mesa plegadi.)	N/A	54.15
8	Mattress/Box Spring (Cama de colochón)	N/A	205.07
9	Washing machine (Lavadora de Ropa)	N/A	725.69
10	Queen-size sofa bed (Sofá cama tamaño reina)	N/A	427.19
11	Double-size sofa bed (Sofá cama tamaño mat.)	N/A	414.75
12	Hassocks (4 each) (Banquetas)	N/A	50.00
		TOTAL	\$ 19,238.77

# RESEARCH TRIANGLE INSTITUTE



MEMORANDUM

PIL No. 20

June 20, 1995

Project No. 519-0360 (Proyecto No. 519-0360)

TO:

Mr. Armando Pineda, Oficial Mayor

Legislative Assembly

FROM:

Dr. Allan Austin, Chief of Party

Research Triangle Institute

SUBJECT:

Equipment/furniture-transfer under Legislative Assembly Strengthening Project

USAID Contract 519-0360-C-00-1170-00; Project No. 519-0360

CC:

L. McGhee, USAID/El Salvador

M. Herrera, USAID/El Salvador/ODI

J. Rintoul, RTI ORC

H. Ryon, RTI Project Manager

In accordance with regulations governing the subject contract, Research Triangle Institute will transfer the vehicle purchased under this project to the Legislative Assembly at the conclusion of RTI's contract with USAID. In addition, a memo signed by USAID contracting officer Paula Miller indicates that any furniture purchased under this project should also be turned over to the Legislative Assembly. A copy of the memo is attached for your reference.

I have also attached a list of the items purchased under this contract. As RTI's contract with USAID will conclude on June 30, 1995, we would like to transfer the items on this list to the Legislative Assembly at this time. The vehicle's registration through USAID will be effective until June 30, 1995, the termination date of RTI's contract.

The vehicle is being transferred with the understanding that it will be available to the project coordinator contracted through USAID (potentially Mr. Rafael Retana) until the conclusion of the subject project, which extends past the completion date of RTI's contract. The coordinator will direct activities for USAID during the remainder of this project and will require the use of the vehicle to conduct project activities. At the completion of the project, the coordinator will return the vehicle to the Legislative Assembly.

Please sign below to indicate your agreement with this arrangement. Thank you for your, attention to this matter.

Signature

Date /26/95

Dr. José Osear Armando Pineda Navas-Oficial Mayor

Print Name and Title



# **MEMORANDUM**

June 20, 1995

TO:

Mr. Armando Pineda

Legislative Assembly

FROM:

Dr. Allan Austin

Research Triangle Institute

SUBJECT:

Receipt for furniture transfer under the Legislative Assembly Strengthening

DIDATA

Project, USAID Contract 519-0360-C-00-1170-00

In accordance with the subject contract, I arranged with you as the Oficial Mayor for the Legislative Assembly for the transfer and pickup of the furniture purchased under this project (as detailed below):

- 3 wooden bookcases
- 1 sofa
- 2 occasional chairs
- I round teak table with 4 chairs
- 3 folding tables (with 2 chairs)
- I mattress/box spring set
- 1 Kenmore washing machine
- 1 queen-size sofa bed (gray)
- I double-size sofa bed (dark blue)
- 4 hassocks

Your signature below indicates your receipt of those items.

Thank you for your attention to this matter.

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Dr. José Oscar Armando Pineda Navas - Oficial Mayor

Print Name and Title

# PROJECT PROPERTY LIST

ltem No.	Item Description	Serial Number:	Coss (Colones)	Ex. Rate	Cost (US\$)
1	1992 Ford Taurus Sedan	1FACP50U7NG240322	N/A		15,775.00
2	Wood bookerses (3 each)	N/A	3,703.00	8 70	425.63
3	Sofa	N/A	3,510.00	8.68	404.38
4	Occasional chairs (2 each)	N/A	4,320.00	8.68	497.70
5	Round teak table with 4 chairs	N/A	1,850.00	8.68	213.13
6	Folding tables (3 each)	N/A	400.00	8.68	46.08
7	Chairs for folding table (2 each)	N/A	470.00	8.68	54.15
8	Mattress/box spring	N/A	1,780.00	8.68	205.07
9	Kenmore washing machine	N/A	6,299.00	8.68	725.69
10	Queen-size sofa bed (gray)	N/A	3,708.00	3 68	427.19
11	Double-size sofa bed (dark blue)	N/A	3,600.00	8.68	414.75
12	Hassocks (4 each)	N/A	Approximate	vaiue)	50.00

# ESEARCH TRIANGLE INSTITUTE



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PIL No.

June 20, 1995

Project No. 519-0360 (Proyecto No. 519-0360)

TO:

Mr. Armando Pineda, Oficial Mayor

Legislative Assembly

FROM:

Dr. Allan Austin, Chief of Party

Research Triangle Institute

SUBJECT:

Equipment/furniture-transfer under Legislative Assembly Strengthening Project

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USAID Contract 519-0360-C-00-1170-00; Project No. 519-0360

CC:

L. McGhee, USAID/El Salvador

M. Herrera, USAID/El Salvador/ODI

J. Rintoul, RTI ORC

H. Ryon, RTI Project Manager

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Please sign below to indicate your agreement with this arrangement. Thank you for your -- attention to this matter.

Signature -

Dr. José Osear Armando Pineda Navas-Oficial Mayor

Print Name and Title

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Legislative Assembly Strengthe Project
USAID Contract No. 519-03600-1170-00

# PROJECT PROPERTY LIST

Item No.	Item Description	Serial Number	Cost (Colones)	Ex. Rate	Cost (USS)
1	1992 Ford Taurus Sedan	LFACP50U7NG240322	N/A		15,775.00
2	Wood bookerses (3 each)	N/A	3,703.00	8 70	425.63
3	Sofa	N/A	3,510.00	8.68	404.38
4	Occasional chairs (2 each)	N/A	4,320.00	- 8.68	497.70
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9	Kenmore washing machine	N/A	6,299.00	8.68	725.69
10	Queen-size sofa bed (gray)	N/A	3,708.00	3 68	427.19
11	Double-size sofa bed (dark blue)	N/A	3.600.00	8.68	414.75
12	Hassocks (4 each)	N/A	Approximate	vaiue)	50.00

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Enero de 1997

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LES99025519KG13	Y001/56	00 0	3,603.18	3,603.18	00 O	90 B	CALDERON, CARLOS R	OBSERV.
	Y001757	000	3,603 18	3,603.18	00.00		VARELA M, RODOLFO	OBSERV.
5 LES99025519KG13 TA-ES-186.92 5 LES99025519KG13 TA-ES-187.92	Y001758	000	3,408.46	3,408.46	00 0	00.3	BARRIENTOS E, SILVIA	OBSERV.
LES99025519KG13	Y001754	000 0	3,443.18	3,443.18	00.0		VIERA D, ROBERTO	OBSERV.
06		00. 7	15,123.00	15,123.00	00.00	00 -		
LES19125519KG13	1101/62	ئ 60	2,350.18	2,350.18		00 j	AGUINADA C, MARIO	.٧٩٠ ٢٥
5 LES19125519KG13 TA ES:189 92 5 LES19125519KG13 TA-ES-190-92	Y101760 Y101761	00 0	3,603.18	3,603.18 3,415.18	00 0	00 ) 00	SALAZAR, MARIO D ARIAS, GLORIA DE	OBUERV
91		00 0	9,368.54 24,491.54	9,368.54	00.00	00 ,		
8 LES99025519KG13 ADMIN NOTICE #90-79	Y001565	00.0	300.00	300.00	00 0	00 )	ASAMBLEA LEGISLATIVA	PRJ LNG
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